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DRAFT REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE FORTIETH SESSION OF THE GOVERNING COUNCIL, 1-18 JUNE 1993

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Addendum

CHAPTER III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa

1. Country programme approvals (continued)

Guinea-Bissau

1. The Assistant Administrator and Director, Regional Bureau for Africa (RBA) introduced the fourth country programme for Guinea-Bissau (DP/CP/GBS/4) with a net indicative planning figure (IPF) of $27.4 million. She drew attention to the declining economic and social conditions in Guinea-Bissau in all sectors. The fourth country programme would provide support under four areas of concentration: the public sector and management of the economy; priority social sectors; promotion of the private sector and of employment; and management of natural resources.

2. The Foreign Minister of Guinea-Bissau stated that his country was preparing for elections with the help of UNDP and other donors. It was counting on UNDP to meet multidimensional challenges, including the social costs of economic reform. His Government was also trying to improve aid coordination.

3. Several delegations supported the use of UNDP cooperation to strengthen democratization and combat the negative effects of structural adjustment but noted that that aspect of the programme should be made more explicit. If resources were to be spread rather thin, linkages between programmes should be strengthened. One delegation noted that the ratio of administrative functions

to programme activities in the field office was 40 per cent, while that of his country's aid programme was only 18 per cent.

4. A few delegations suggested that UNDP should ensure that its programme on natural resources management was coordinated with that of the World Bank and the United States Agency for International Development (USAID) and should include a link with the Tropical Forestry Action Plan. On the question of environment, a clear government commitment would be required. UNDP should convene regular meetings of donors on specific issues, encouraging other donors to take the lead in each area. While supporting the areas of concentration in the country programme, delegations raised questions on how UNDP would ensure linkage between areas of concentration. Another delegation asked whether there had been coordination with other donors on the question of salary supplementation for project personnel.

5. The Assistant Administrator noted the points raised on coordination and on UNDP support to democratization and indicated that UNDP would strive to do more in those areas.

6. The Division Chief for West Africa emphasized that a programme approach was being used to integrate the different activities and that programming would be done in the context of overall sectoral priorities.

7. The Committee recommended that the Governing Council approve the fourth country programme for Guinea-Bissau.

Mauritius

8. The fifth country programme for Mauritius (DP/CP/MAR/5) with a net IPF of $3.8 million was presented by the Assistant Administrator and Director, RBA. She noted that the programme was for the period 1993-1997 and as such would be synchronized with the national plan. Two areas of concentration had been selected for UNDP cooperation: policy formulation and planning and human resources development.

9. Delegations supported the country programme, noting the high human development index (HDI) rating of the country - the result of wise economic policies with attention to social conditions. They commended UNDP for its efficient and cooperative efforts in the country.

10. The Committee recommended that the Governing Council approve the fifth country programme for Mauritius.

Mozambique

11. The fourth country programme for Mozambique (DP/CP/MOZ/4), with a net IPF of $90.5 million, was presented to the Committee by the Resident Representative, who stressed the need for a multi-donor programme to alleviate poverty and rehabilitate the country in the post-war period, with a view to longer-term development objectives. The programme concentrated on three areas: poverty

alleviation and post-war rehabilitation; economic and financial management; and environment and natural resources management.

12. The National Director for Planning of Mozambique emphasized that UNDP played an important role in the country's development. He stressed the importance his Government attached to increasing national execution, even during a transitional phase, and the importance given to pursuing updated priorities and new initiatives.

13. Delegations supported the approach taken in the country programme and commended UNDP for retaining flexibility over time to allow for the consolidation of the peace process. Several delegations from donor countries were concerned that the focus might be too broad and therefore stressed the need to focus, in particular, on poverty alleviation and provincial-level development. They called for better coordination of technical cooperation and coherence of donor activities in Mozambique based on lessons learned from previous programmes. In relation to the national technical cooperation assessment and programmes (NATCAP) process, a more focused sector approach was suggested. It was noted that reference should be made to the role of UNDP in the coordination of technical cooperation in the upcoming elections. Some donors stressed that the comparative advantage of UNDP lay in institutional capacity-building at the national level while others emphasized the role of UNDP in decentralization and capacity-building at the provincial level. Clarification was sought on the relationship between UNDP activities in poverty alleviation, with emergency rehabilitation, humanitarian assistance and the United Nations Office for the Coordination of Humanitarian Assistance (UNOHAC) appeal.

14. The Resident Representative, in reply, explained that since the signing of the peace agreement, the security situation had improved considerably. With the end of the drought, displaced persons and refugees were returning and had been able to plant and harvest crops. Therefore, in practice, activities related to the emergency, rehabilitation and development were going on simultaneously and it was hoped that the emergency operation would soon be phased out. He explained that while most activities were currently in the area of humanitarian assistance, some were related to the post-war situation, such as assistance to demobilized soldiers, demining and resettlement, and required assistance from all agencies and donors. He stated that compared to the past, the fifth country programme showed progress towards increased focus, coherence and concentration on programme-oriented activities and that most programmes included third-party participation. He also emphasized that in a country such as Mozambique, coordination was complex but was progressing well. It was recognized that the Government could do more but had a very limited capacity. Regarding support to the elections, the Resident Representative informed the Committee that UNDP had approved a project for technical cooperation with the National Electoral Commission, which would be created with the participation of the various emerging political parties. UNDP assistance would constitute the framework for all donor inputs to the electoral process.

15. The Resident Representative also stated that efforts were being made to increase the involvement of non-governmental organizations (NGOs) and to promote a more favourable environment for the private sector. UNDP agreed there was a need for assistance in strengthening capacity at the provincial level and

therefore would continue to provide assistance at both the central and provincial levels.

16. The Assistant Administrator and Director, RBA, replied to a question regarding the role of UNDP in resource mobilization vis-à-vis the Consultative Group, explaining that there was sometimes a need to seek additional resources for specific programmes and that that in no way usurped Consultative Group efforts to mobilize resources for both World Bank programmes and UNDP programmes.

17. The Committee recommended that the Governing Council approve the fourth country programme for Mozambique.

Namibia

18. The Representative of Namibia, the Director General of Planning and the Head of the National Planning Commission introduced the first country programme for Namibia (DP/CP/NAM/1), with a net IPF of $14.4 million and covers the period 1993-1997. The programme had two main areas of concentration for UNDP assistance: strengthening the Government machinery for implementing economic and social development and reform; and human development for poverty alleviation through the expansion and reform of social services, notably in the fields of education, health and housing.

19. It was stated that in selecting the two areas of concentration, particular attention had been given to the need for improved capacity to manage the national economy and for a restructured public service that could effectively and efficiently implement development and reform policies and programmes. The programme document highlighted major constraints to socio-economic development in the country and also reflected its major economic and social priorities. The Government believed that Namibia should be in a position to move beyond a "quasi-programme approach arrangement" by the mid-term programme review. The programme was built on the foundations laid during the immediate post-independence period. The Representative also expressed his Government's gratitude to the United Nations system for its support prior to and following the independence of the country and noted that UNDP support was now critically important to make a success of the Government's reform programmes.

20. A number of delegations expressed support for the programme and for its analysis of the socio-economic situation in the country. Complementarity of the programme with other donor programmes was mentioned. At the same time, some delegations stated that the weak absorptive capacity of the Government might lead to undue dependence on donors and stressed the need for support to capacity-building and administrative development, including management of development assistance. One donor stated that new ways of improving aid coordination beyond the traditional NATCAP and round-table processes should be explored. UNDP should coordinate policy discussions between donors and the Government and review the administrative efficiency in carrying out the country programme. Attention was drawn to the need for more focus of UNDP activities in view of limited resources. Comment was also made that UNDP should concentrate on mobilizing resources and coordinating their use. The UNDP focus on public administration, health and food security was applauded by one delegation, while

another proposed that UNDP look carefully at the impact of social sector support, examining also the possible comparative advantage of other United Nations agencies in this field. It was suggested that the reference in the country programme to women in development needed to be elaborated in operational terms.

21. Both the Representative of Namibia and the Assistant Administrator and Director, RBA, assured delegations that their highly constructive observations would be taken into consideration in the implementation of the programme and during the mid-term review. The Assistant Administrator said the Regional Bureau would try to go beyond conventional aid coordination mechanisms. Regarding the cost-effectiveness of UNDP activities in Namibia, she noted that UNDP input went well beyond what was outlined in the budget. In closing, she paid tribute to two deceased UNDP officials who had contributed significantly to UNDP work in Namibia: Mr. David McAddams and Mr. Otto Essien.

22. The Committee recommended that the Governing Council approve the first country programme for Namibia.

2. Extension of country programmes (continued)

Angola

23. The Committee had before it a request for a second extension of the second country programme for Angola involving IPF resources of $3 million (DP/CP/ANG/2/EXTENSION II).

24. Delegations expressed support for the programme extension and hope for implementation of the peace process. UNDP was commended for its coordinating role in humanitarian assistance in Angola.

25. The Representative of Angola thanked UNDP and the Committee for its support and explained that the extension was needed because of the resumption of war in the country. He called attention to the dramatic situation in the country and appealed to the donor countries to assist Angola in the reconstruction and rehabilitation once peace is restored.

26. The Committee recommended that the Governing Council approve the second extension of the second country programme for Angola.

Congo

27. The request for a second extension of the third country programme for the Congo (DP/CP/PRC/3/EXTENSION II), involving IPF resources of $650,000, was before the Committee.

28. Delegations commended UNDP for the coherence of its programme in the Congo and expressed satisfaction on its complementarity with major bilateral assistance programmes. It was noted that it would be premature to prepare a five-year programme, given the rapidly changing environment. UNDP was congratulated for not trying to do too much with too little and for its

flexibility and adaptability under changing circumstances. Satisfaction was expressed with successful UNDP efforts in the coordination of the election.

29. The Representative of the Congo thanked the Committee for its support. He also thanked UNDP and the Regional Bureau for Africa for efforts to assist the Congo and recalled that the second country programme had been implemented in a crisis situation. He explained that efforts were being undertaken by the Government to address the economic instability and to introduce economic reforms.

30. The Committee recommended that the Governing Council approve the second extension of the third country programme for the Congo.

Zaire

31. The Assistant Administrator and Director, RBA, introduced the request for a second extension of the fourth country programme for Zaire (DP/CP/ZAI/4/EXTENSION II), involving IPF resources of $10 million. She gave a brief update on the situation in Zaire, mentioning the President's proposal to hold a round-table conference and the Secretary-General's intention to send an inter-agency humanitarian needs assessment mission to Zaire to evaluate the situation of displaced persons in the provinces of Shaba, Kiwa and Kasai.

32. The Representative of Zaire confirmed the information provided by the Assistant Administrator and explained the chaotic situation prevailing in the country and the difficulties encountered in the creation of democratic institutions. He thanked UNDP for its initiative to extend the country programme for one year, sharing in the regret that it had not been possible to prepare the fifth country programme, but gave assurance that the Government would join with UNDP in its formulation as soon as possible. He appealed to UNDP for assistance in the preparations for elections.

33. Several delegations expressed support for the request for a second extension of the fourth country programme for Zaire.

34. The Committee recommended that the Governing Council approve the second extension of the fourth country programme for Zaire.

4. Malawi: policy review requested by the Council

Malawi

35. The Assistant Administrator and Director, RBA, introduced the report of the Administrator on the enabling political and social environment in Malawi, 1992-1993, and its effect on the implementation of the fifth country programme (DP/1993/62). She stated that following the visit of a United Nations mission to Malawi in February, and the recent visit of the United Nations Mediator, the Government approved the Mediator's recommendation for a two-ballot-paper and one-ballot-box formula to resolve the stalemate between the Government and the opposition groups regarding the referendum scheduled for 14 June 1993. She

proposed that in order for the referendum process to continue into its final stage, it was important that UNDP continue its support under the fifth country programme and encourage donors to resume aid in a way that would encourage the current trends leading to an internationally acceptable level of good governance within a reasonable time.

36. Delegations supported the role of UNDP in assisting Malawi in its shift to a more democratic system, congratulated Malawi for embarking on the democratization process and appealed to donors to lend their support.

37. The Committee recommended that the Governing Council endorse the recommendation of the Administrator contained in document DP/1993/62 to continue the fifth country programme, maintaining the sharp focus on human development through poverty alleviation, while at the same time actively encouraging and facilitating the process of political change and its contribution to the achievement of the programme goals. Should the required complementary assistance not materialize, the Committee recommended that the Administrator again bring the matter to the attention of the Governing Council.